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No. CIV.—New Series

SELECTED MINU

BY THE

HONORABLE MOUNTSTUART EL

IN THE

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SELECTIONS FROM THE RECORDS OF THE BOMBAY GOVERNMENT.

No. CIV.—New Series.

SELECTED MINUTES

BY THE

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HONORABLE MOUNTSTUART ELPHINSTONE,

IN THE

MILITARY DEPARTMENT.

1820-1827.

Bombay:
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1867.

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SELECTIONS

FROM THE

MINUTES OF THE HON. MOUNTSTUART ELPHINSTONE.

MILITARY.

REVISION OF MILITARY SALARIES.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

Dated 25th August 1820.

I have been led, by the numerous applications from Officers of the Staff for an increase to their salaries, most of which appeared extremely well founded, to examine the allowances of that branch of the Army, with a view to augmenting their pay when it is necessary, as well as to reducing the expense when it may be practicable.

The result has convinced me that an increase is required in justice to many departments, from the change of circumstances since the present scale was fixed, especially as the establishment allowed to Officers was in some cases taken into account in fixing their salaries, so that their allowances have actually undergone a reduction by the operation of the late orders for regulating establishments.

To show the changes which have taken place, it is only necessary to contrast the strength of the Army and the charges of the Presidency in 1796 and 1820.

The strength of the Bombay Army, King's and Company's troops, in 1796 was –

Rank and file	11,718
In 1820	33,740
Increase...	22,022
The fixed charges in 1795-96 amounted to...Rs.	45,08,741
In 1818-19 ... ... „	87,71,406
Increase...Rs.	42,62,665
The war or contingent charges of 1795-96 were ... ...Rs.	5,26,862
In 1818-19 ... ... „	57,55,286
Difference...Rs.	52,21,424
The revenues of Bombay in 1795-96 were about.Rs.	24,00,000
In 1818-19 ... ... „	2,05,00,000
Increase...Rs.	1,81,00,000
For the current official year the revenues will probably be ... ...Rs.	2,20,00,000

If the allowances were to be increased in the same proportion they would require at least to be tripled; but as such an exac proportion is not at all required, the principle I first adopted was to affix a salary to each appointment according to its absolute im portance and responsibility, without drawing any comparison eithe with other times or other establishments.

Lists were accordingly prepared on this principle, whicl appeared, when laid before me, to be reasonable in themselves. however thought it necessary to compare them with the allowance at Madras, and the result of this comparison, as well as m anxious wish to attend to economy, was my reducing them ver considerably below those of the Presidency of Fort St. George.

The only instances in which I have allowed them to approacl to the scale of that Presidency, are the Auditor General and Com

missary General. Both of these offices are so responsible, the good administration of both is so essential to economy, and the former is so particularly invidious, that I do not think the sums I have proposed can be reckoned excessive. The rest are so moderate, as almost to speak for themselves. I have therefore contented myself with exhibiting in the accompanying paper, Section **A**, the allowances of each appointment in Bengal and Madras, those now in existence here, those proposed, and the increase of expense they will occasion.

The whole increase is only about Rs. 1,39,719.

They are in all instances on the lowest scale consistent with the nature of the offices. The subordinate appointments in particular are kept very low, as the increase in the value of the higher is itself an advantage to the expected successors.

The Regimental allowances, whether of the Officers Commanding Battalions or of the Staff, should be fixed on the same scale as those of Madras and Bengal (if that be not already the case) ; such I understand is the wish of the Court of Directors.

Battalions being of the same strength, the duties and responsibility are the same, and the troops of different Presidencies being now more than ever liable to meet on the same service, no difference should exist in their allowances.

The necessity of increasing the allowances of Officers Commanding Battalions has already been submitted to the Honorable the Court of Directors, and is of essential importance to the discipline of the Army, by fixing Officers in Command of Battalions, who would otherwise be constantly drawn off by the wish to obtain Staff appointments.

The arguments in favour of equalizing the Regimental allowances of the three Presidencies, applies to Officers Commanding Brigades and to Brigade Staff.

In looking to the reductions which may be practicable, it appears at first that little remains to be done ; the two revisions which the Military Establishment has undergone in the year 1799 and 1807 having reduced it to the lowest scale. Some saving

however may still be made, and some other arrangements adopted that will increase the efficiency of the Army without adding to the expense.

The first point to consider, is the Military Divisions into which the country is formed, in which the following improvements may be introduced :—

Northern Concan.

The Concan being a narrow slip of country, with not above three Battalions scattered over it, it does not appear requisite that it should be divided into two Commands, while it would appear inconvenient, from its extreme length, to form it entirely into one.

From the Damaun River to Bancoot River may conveniently be attached to Poona Division, from which, in cases of disturbance, troops would most probably be sent, either by the Bhore Ghaut or the Passes from Joonere and Sattara, into the low country.

This tract would not require any particular Staff or Commandant. The Officer Commanding there would merely, as in other places, comply with the requisitions of the Civil authority for Military assistance, and make his reports to the Officer Commanding the Poona Division.

Southern Concan.

The tract of the country from the Bancoot River to the Portuguese territory at Goa, lying at a greater distance from Poona and Bombay, it may be convenient to have a Commanding Officer on the spot to refer to, and his having a Brigade Major attached to him would be sufficient Staff for all the duties of the Southern Concan.

Poona Division.

This Division may comprise the conquered territory above the Ghauts (omitting Khandeish) and the Concan, as far south as the river at Bancoot.

It should be, as at present, a General Officer's command.

Province of Guzerat, Northern Division and Baroda Force.

It would be convenient to divide these Commands, so as to leave the West and the frontier towards Sind to one, and the East and frontier towards Malwa to the other; but from the manner in which the Guicowar territories are distributed, this could not be done permanently without breaking up the subsidiary force. It seems therefore best to leave these commands in their present state, although attended with some inconvenience.

Province of Guzerat.

As the Baroda force, which cannot be placed under the General Officer Commanding the Province, is so much intermixed with that of the Northern Division, it will be convenient to remove that also from under the Command of the General Officer, who will now receive Khandeish in addition to his present Command. The multiplication of papers and delays of communication will also be saved by this arrangement.

The deviation may then be designated the Surat Division of the Army.

Southern Division of Guzerat.

The beforementioned arrangement under this Command (which is at present merely nominal) is unnecessary.

The troops under it would be added to those in Khandeish, and the head-quarters fixed at Malligaum.

Cutch.

Might be retained as a small Government command, an active Officer being selected to hold it.

It will now be necessary to observe the appointments liable to reduction upon this plan :—

Southern Concan ..... 1 Paymaster.
1 Artillery Officer in charge of Ordnance.

	1 Superintending Surgeon, whose duties might be performed by the Superintending Surgeon of the Presidency.
Poona Division	1 Brigade Major to the Officer Commanding the Division.
	2 Superintendents of Bazaars.
	1 Field Post Master.
	1 Inspector of Hill Forts.
	1 Quarter Master of Brigade at Poona.
Khandeish	1 Assistant Adjutant General.
	1 Assistant Quarter Master General.
	1 Paymaster.
	1 Superintending Surgeon.
	1 Persian Interpreter.
Guzerat	1 Officer Commanding the Southern Division.
Surat	1 Barrack Master.
Broach	1 Commandant.
	1 Fort Adjutant.
	1 Deputy Medical Storekeeper.
Kaira	1 Barrack Master.

The Adjutants of Battalions acting as Paymasters, it appears unnecessary, especially within the Company's territory, to attach a General Paymaster to two or three Battalions; the abstracts may be sent to the nearest Division Paymaster, who will return bills on the Collector, or escorts may be sent for it to the nearest Presidency. This particularly refers to the Southern Concan, and I should write a reference to the proper authority, to ascertain whether it could not be adopted there, or whether it would be more convenient to put the payments under the Paymaster at the Presidency.

The practice of placing effective Officers in filling permanent commands, such as Anjar, Broach, Sholapoor, &c., appears objec-

tionable; I therefore propose that all appointments of that description be done away, and that a list of the commands be submitted to Government, to enable it to select such as are to continue.

Tanna should be made an Invalid Station, and commanded by an Invalid Officer. The Fort Adjutant should also be an Invalid Officer, and all small commands of such a nature that may be absolutely necessary, should be given to disabled or Invalid Officers.

Bazaar Masterships and Barrack Masterships at the outstations may be transferred to the Commissariat Officers.

With regard to Sub-Assistant Commissaries, it does not appear requisite that one should accompany every petty detail of Europeans, and I should conceive, that in many cases the duty could be more creditably assigned to intelligent Conductors of that Department.

The same observation applies to the Artillery Officers being nominated Assistant Commissaries of Stores upon every trifling occasion.

The Staff of the Bombay Army on the proposed footing would probably be as follows:—

Bombay.

As at present.

Tanna.

As at present, with the exception of having Invalid Officers there instead of effective ones.

Poona Division.

1 Major General.
1 Aide-de-Camp.
1 Assistant Adjutant General.
1 Ditto Quarter Master General.
1 Interpreter.
1 Deputy Commissary of Stores.
1 Assistant for Sholapoor.

1 Deputy Commissary General.
1 Assistant ditto Sholapoor.
1 Sub-Assistant ditto.
1 Superintending Surgeon.
1 Medical Storekeeper.
1 Paymaster.
1 Deputy or Assistant.

Poona.

1 Commanding Officer.
1 Brigade Major.

Sattara.

1 Commanding Officer.
1 Brigade Major.

Sholapoor.

1 Commanding Officer.
1 Brigade Major and Officer from the Staff of the Division above referred to.

Ahmednuggur.

1 Commandant.
1 Commanding Officer.
1 Brigade Major.

Surat Division.

1 Major General.
1 Brigade Major.
1 Aid-de-Camp.
1 Major Commanding the Garrison of Surat, the senior Officer of the troops stationed there.
1 Fort Adjutant, Surat.
1 Assistant Commissary of Stores.
1 Assistant Commissary General.
1 Garrison Surgeon and Medical Storekeeper.
1 Superintending Surgeon.
1 Deputy Paymaster.

Broach.

1 Officer Commanding the Detachment stationed there.
1 Assistant Surgeon.

Khandeish.

1 Officer Commanding
1 Brigade Major.

Baroda Subsidiary Force.

1 Colonel Commanding.
1 Assistant Adjutant General.
1 Ditto Quarter Master General.
1 Assistant Commissary of Stores.
1 Second Assistant when the Force is in the field.
1 Assistant Commissary General.
1 Sub-Assistant ditto.
1 Superintending Surgeon.
1 Medical Storekeeper.
1 Deputy Paymaster.
1 Assistant ditto.

Northern Division.

1 Officer Commanding.
1 Brigade Major.
1 Assistant Commissary General.

Kaira.

The Senior Officer of the Troops there Commanding.
A Cantonment Adjutant.

Cutch.

1 Commanding Officer.
1 Brigade Major.

If these arrangements be approved, it will remain to consider what part will require to be carried into effect immediately.

In the mean time I strongly recommend that the whole plan be kept secret, as the disclosure may tend to disappointment, even to discontent.

25*th August* 1820. M. ELPHINSTONE.

STATION COMMANDS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

Dated 2nd Octobor 1820.

I think Broach and Anjar might be abolished as Station Commands and left to the Senior Officer of the Garrison.

Sholapoor and Bancoot having Invalid garrisons, should be made Invalid Commands.

I am however doubtful whether it may not be convenient to retain such command as a provision for such field Officers as would otherwise do mischief at the head of their Battalion.

It is a question whether the convenience of this plan, or the evil of holding out a reward for inefficiency is the greatest, His Excellency the Commander in Chief will perhaps favour the Board with his opinion on this subject.

At all events, none of the appointments need be abolished till they fall vacant.

MOUNTSTUART ELPHINSTONE.

IMPROVEMENT IN THE INVALID ESTABLISHMENT.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

Dated 2nd October 1820.

The improvement I have to suggest in the Invalid Establishment, goes no further than that there should henceforward be a Pension List distinct from the Invalid Battalion. The latter should remain on its present footing; but no Officer should be admitted into it without the most satisfactory certificate from his Commanding Officer of his good character and conduct. The Pension List, again, should be a receptacle for such persons as are unworthy to remain in the Army, but whom it would be inhuman to deprive

of all subsistence. These last might receive somewhat less pay than the Invalids, and should have no command and no military charge.

The whole of the present Invalid Battalion should remain as at present, but Officers belonging to it, who should hereafter misconduct themselves, would be liable to be transferred to the Pension List, in the same manner as Officers on the effective list. The Officer Commanding the Invalid Battalion should, in such a case, show no forbearance to the views of the Officers under him, but exercise the same vigilance as an Officer Commanding an effective Battalion, and take pains to clear his corps of every disgraceful member, either by Court Martial, or by compelling the offender to retire to the Pension List. Officers of merit, disabled by wounds or sickness, will then no longer be liable to be confounded with the outcast of the Service. His Excellency the Commander in Chief will probably be able to enlarge and improve on these hints if they should meet his approbation.

MOUNTSTUART ELPHINSTONE.

2*nd October* 1820.

APPOINTMENT, SUPERINTENDENT CAVALRY.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I formerly withheld my consent to this measure, because I conceived the two Regiments of Cavalry were completely disciplined (although I was surprised at the time in which it was effected), and that although it might therefore be very desirable to appoint a Superintendent or Inspector, it was not "absolutely necessary."

I infer from His Excellency's present letter, that the former two Regiments, though fit for duty, are not in the high state to which they might be brought by the superintendence of an expe-

rienced Officer, and that unless we give them that advantage, we are likely to have inferior Cavalry as long as we have an Army. I observe also, that His Excellency is of opinion, that the 3rd Regiment is not likely to be fitted for duty without some step like the present; for these reasons I now acquiesce in a proposal which I formerly thought might be dispensed with.

The examples of Bengal and Madras are not in point; the Cavalry of both of these Establishments was raised gradually, and it never was a question with either, whether they should leave these Regiments to take their chance of instruction, or secure it at once to them by the appointment of an Inspector. When such an appointment was made in favour of Colonel Gillespie, the Madras Cavalry was in its highest state of perfection.

MOUNTSTUART ELPHINSTONE.

APPOINTMENT, SUPERINTENDENT CAVALRY.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

My former Minute having been founded on a construction of His Excellency the Commander in Chief's letter, which proves to have been erroneous, I have again examined the question.

1. If the 1st and 2nd Cavalry are now completely formed, officers and men, the chance of their falling off for want of proper superintendence, would not appear to me sufficiently great to render the appointment of an Inspector indispensably necessary.

2. On the other hand, if they are now in such a state as to render it probable that they will get into a loose or bad system if entirely left to themselves, I shall most cordially subscribe to the appointment of an Inspector. There are but two ways of providing for the 1st and 2nd, the aid of Colonel Stanhope's superintendence—the first is, to move them within the sphere of his com-

mand; and the second, to give him the power to visit and control them out of his immediate command. Of the two, the latter is decidedly preferable, as the two Regiments cannot, without great inconvenience, be withdrawn from their stations.

3. Supposing both the older Regiments independent of Lieutenant Colonel Stanhope's aid, we have still to consider the case of the 3rd Regiment.

I cannot think it at all reasonable that Colonel Stanhope should be expected to undertake the complete formation of the 3rd Regiment without a recompense. Had the question been put, when he began to discipline the two former Regiments, whether he should or should not have an allowance, I think it would certainly have been decided in the affirmative; but the question was never put: the Lieutenant Colonel began at once, and completed the Regiments for service without any reference regarding the mode of remuneration. A donation was then ordered for him, I think, about equal to the pay he would have received for the time he was employed, at 1,500 rupees a month. We have now an opportunity of deciding before his duties are completed, and I would propose that he should have an allowance of 1,000 rupees a month for the whole time actually employed in disciplining the 3rd; but in that case he could not be made Inspector, a title which could only be conferred on an Officer having charge of the whole Cavalry.

Whichever of these plans His Excellency the Commander in Chief shall consider to be necessary under the view that I have taken of the subject, I shall readily concur in; but it is impossible to appoint an Inspector, without its appearing that the present Officers are insufficient to raise their Regiments to the highest state of efficiency, or else to retain them in that state when already raised to it.

MOUNTSTUART ELPHINSTONE.

APPOINTMENT SUPERINTENDENT CAVALRY.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

This being the case, I see no choice but to make the appointment. We cannot allow our young Cavalry to be neglected for the sake of avoiding the expense of an appointment of acknowledged necessity, and we cannot refer to the Court of Directors, because the period during which the appointment is required must expire before we receive the Court's answer, as the appointment must be confined in point of time to the period for which it is strictly necessary; and His Excellency the Commander-in-Chief may be requested to announce the time when he conceives the discipline of the Cavalry is independent of such assistance.

MOUNTSTUART ELPHINSTONE.

COMPENSATION TO NATIVE ARMY FOR HIGH PRICE OF GRAIN.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The arguments on both sides of this important question are brought forward in the Minutes of the Auditor General and Adjutant General with remarkable clearness and ability. The substance seems to be this—

The Auditor General proposes that a sepoy should never spend more than two Rupees a month on his food; the Adjutant General never more than one and a half.

The Auditor General wishes to keep the condition of the sepoy as it stands. The Adjutant General wishes to improve it in some degree.

The Auditor General's argument rests on the supposition that the Army has gone on well hitherto. The Adjutant General

maintains that this cannot be admitted without considerable reservation.

It was unnecessary for the Auditor General to prove the success of our military system on the whole, which is sufficiently apparent; but the Adjutant General has shown beyond dispute, that in some respects it has been remarkably unsuccessful, and I think he has traced the case of our failure to the disproportion between the pay of the sepoys and the price of provisions.

The alleged disproportion is combated by the Auditor General on the ground of the superiority of the pay of a sepoy over that of a labourer, but this superiority is denied by the Adjutant General, and may be rendered null by comparing the excess of a Bombay sepoy's pay over that of a labourer in these provinces, with the excess of the pay of a sepoy over that of a labourer in Bengal or Madras.

After considering the arguments on both sides, I concur entirely in the opinion of the Adjutant General. I should do so even if the question were to be considered without reference to any external circumstance; but there are many considerations which weigh in favour of the Adjutant General's plan, besides those I have abstracted.

Our troops are liable to serve with those of Bengal and Madras, and it is important that they should find no advantage in the situation of those troops so obvious as to render them dissatisfied with their own.

For this reason, as well as from other considerations of justice and policy, the Honorable the Court of Directors have ordered that "the Regulations relative to the subsistence of the Native soldiery should be as uniform in all parts of India as circumstances will admit," and there is no circumstance in this case to prevent a more complete equality than at present exists. It is true that our common bazaar prices are much higher than those of Madras, but it cannot be maintained that, because our sepoys cannot save like those of other Presidencies in seasons of plenty, they are not to have the same protection against seasons of want.

These arrangements would all apply if things were to remain on their present footing, but as we are about to reduce the field allowances in the Deccan, the situation of the soldier would be greatly inferior to what it is at present, if no such relief were afforded. I think if this part of the subject had been known to the Auditor General, that the same honorable attention to the public interest which has led him to oppose what he considers an unnecessary expenditure, would have induced him to support a general change which is at once equitable towards the sepoy and profitable to the public. It cannot be doubted that the diminution in the number of desertions in late years has been in a great measure owing to the increased proportion of the troops who have been on field allowances, when these are reduced below even their ancient standard, while the greatest encouragement is held out to agriculture, we can scarcely expect but that the old disposition to desertion will revive and increase. It may be said, that as we now possess the country from which our recruits are brought, we shall always have the means of recovering deserters and of putting a stop to the offence. This, however, is an exertion of our power which I never desire to see; on the contrary, I think the possibility of our Government at some future period shutting up this wholesome vent for disaffection, is an additional reason for endeavouring to remove every motive for discontent among our sepoys.

In England, where a man will bear much before he will raise his hand against his king and country, the principle of compulsory service may be tried, not with perfect safety, as is shown by the mutiny of the Navy, but without imminent danger; in India, on the contrary, it can never be attempted without risking our empire. Almost our only hold on our sepoys is derived from good pay and good treatment; if either of these sources of attachment seem to them to be withdrawn, the least evil we have to dread, is that they will quit our standard. It is not difficult to see what would have been the result of any dangerous crisis if we had been able to retain in our ranks the 28,000 malcontents who deserted within ten years. The evils of the frequent loss of disciplined men are apparent, but they are not equal to those of a disaffected Army, I

am therefore of opinion, that no notice should even be taken of desertions, except to discover and remove the cause (whether general or partial), and I think it a wise proposal of the Adjutant General, to make the greater or smaller number of desertions the test of the fitness or unfitness of the present measure.

For the above reasons I concur in the opinion of the majority of the Military Board, that we ought to adopt the Madras standard for rice. I think we should adopt the standard of 15 pucka seers the rupee for wheat flour, to enable our troops to meet those of that Presidency on an equal footing, and that we should calculate a rate for bajree on the following principles. We should first ascertain the nutriment contained in it compared to rice, that is, how much of each will do for the daily subsistence of a man; we should then make a large deduction from the price of bajree, because, as almost all our sepoys eat rice, and it is a hardship for them to be reduced to bajree, they should find some compensation in the comparative cheapness of the latter grain. Supposing the price proposed by the Adjutant General to be adopted, the rule would then be, that as long as rice of the third sort could be bought at 37½ lbs. the rupee, or wheat at 30 lbs. (15 Bengal seers) the rupee, or bajree at 47 lbs., the sepoys should not receive compensation, but they should be entitled to it when all three grains should exceed their respective regulated prices. These prices should be avowedly experimental, as suggested by the Adjutant General; they should apply alike to troops on field and garrison allowances, and they should be applied under the direction of a Committee, as recommended by the Auditor General, except in case of small detachments, where some other must be fixed on. Followers may receive compensation on the principle recommended by the Auditor General.

If these principles appear correct to the Members of Government, the Military Board may be directed to draw up a regulation conformable to them, and may be requested to furnish it early, it being desirable that it should be published at the same time with the order doing away with field allowances in the Deccan, and that order should be published by October 1st and carried into effect on the 1st of December.

MOUNTSTUART ELPHINSTONE.

COMPENSATION TO NATIVE ARMY FOR HIGH PRICE OF GRAIN. BAZAARS REGIMENTAL.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The important subjects referred to in these letters, have been very fully and ably discussed, and have been decided on by the Military Board with great judgment and discrimination. I concur with the suggestions of that Board in almost every particular, but I shall nevertheless remark on each subject in its order.

1*st.*—I entirely agree with the Board as to the expediency of keeping the charge of the Bazaars separate from the Commissariat.

2*nd.*—With regard to Brinjarries; as Sir J. Malcolm does not propose depending on them alone, and only mentions them as one of four modes of supply, it does not seem necessary to discuss their merits.

3*rd.*—On the important subject of compensation I concur with the Military Board and with Sir J. Malcolm. I think the present plan of granting occasional relief objectionable on various grounds; it encourages complaints, since no remedy is afforded until the evil is represented, and it leads to discontent, as the sepoy may complain in cases where Government does not think it necessary to afford relief; it exposes the sepoy to anxiety, as he does not know exactly what he is to expect, and it subjects him to temporary distress while his difficulties are undergoing a reference and a discussion at the Presidency. It is much better for Government to provide for all cases by an order suggested only by its own foresight and its attention to the interests of the sepoy. I doubt, however, whether the time for affording compensation ought to be fixed by the price of *rice*. The Military Board are perhaps the best judges on this subject; but the difference between the pay actually received by the sepoys during a period in which there were no complaints, and that they would have received on the Madras system (Rupees 95,200 a year), appears to me to show that

the price of rice cannot be adopted as a real index of the rate at which the food of a Bombay sepoy can be procured.

On the other hand, it may perhaps be found that the prices of the different dry grains rise and fall together, and that the same rule that was calculated for bajree would also answer for wheat; or if there be any one grain (bajree for instance) on which all classes occasionally subsist, it would be no hardship to confine the compensation to times when that grain was not to be had at a moderate price. Should neither of those suggestions be unobjectionable, perhaps some scale might be settled, founded on the average price of the three sorts of grain principally consumed.

The subject might be again referred to the Military Board, by whose amended opinion I should have no objection to be guided, and the Board might at the same time be directed to prepare an order rendering compensation permanent.

The Board might be requested to provide in this regulation the means of ascertaining correctly, by a Committee or otherwise, when compensation really becomes due, which perhaps ought only to be when the price on the average of a whole month was above the standard fixed by Government, and it might be recommended to them to be cautious in allowing compensation to followers, especially in cases when their pay may exceed the proportion which it ought to bear to that of the fighting men.

4th.—I shall make no observations on bazaars until the promised regulations are submitted by the Military Board, except that if bazaars were formerly desirable, they appear to be rendered absolutely necessary by the late orders depriving the Magistrate of the power of pressing for the aid of troops in motion.

5th.—The Code of Commissariat Regulations (B) has not been furnished. The object of the Enclosures 7 and 8 is not apparent. If they contain an answer to the inquiries of the Supreme Government, at the time when it was considering the propriety of prohibiting the pressing of Coolies, they will be too late, the question having been long since decided. The information they contain also would scarcely have been sufficiently minute to have been useful for that purpose.

6th.—I may here also observe, that I concur with the Military Board in opinion as to the propriety of confining all immunities from customs on grain and other articles of food to registered and regulated camp dealers, and that I hope the Board will incorporate the manner of exercising the proposed control with the objects embraced by the Bazaar Code now under consideration. They will also, I hope, devise effectual means of checking all frauds by which the proposed immunity can be extended to others besides the dealer for whom it is designed. It may be a question whether some more direct mode of remuneration to camp dealers might not be devised, which would afford them the benefit they now derive from exemptions, without exposing Government to indefinite losses by fraud and collusion.

MOUNTSTUART ELPHINSTONE.

Since I wrote the above Minute, I have seen the proceedings in 1819 on the separation of the Bazaars and the Commissariat, and a knowledge of the doubts entertained, induces me to say more than I at first intended on that question. I conceive the principal duties of the Bazaar Master to be to procure passports and escorts for the bazaar people, to remove all obstructions to their trade, and to carry such of their complaints as he cannot himself redress to the Commanding Officer; he should also settle their disputes about their dealings, and he may or may not be entrusted with the Camp Police. He has nothing to do with fixing prices or with directing trade, nor do I think he can ever give much useful information to the dealers, except by telling them where they are likely to fall in with the enemy, or to be anticipated by the dealers of a co-operating division.

Almost the only duty of a Bazaar Master therefore is, to protect the camp dealers, and if so, there seems little question that it is better that there should be a distinct Officer to perform it, than that the dealers should depend on the Commissary, the interests of whose department are opposed to them, and whose servants they have most to dread as rivals and oppressors.

It is urged as an advantage, that the Commissary can influence the bazaar; but it is exactly to prevent that influence that I recommend a separate Bazaar Master. I see no occasion in which he can influence it beneficially, except by issuing public grain on very great emergencies to the dealers, which should never be done but by express orders from the Commanding Officer, for which purpose it is better the offices should be separated than united. So far from wishing the Commissary to influence the bazaar, I should wish him never to purchase in it, or within the immediate range of the petty dealers belonging to it.

Most of these remarks apply to a foreign territory, and I am not prepared to say whether there are equally strong reasons for the employment of a Bazaar Master within our old provinces; but where there is any duty of this nature, I think it would be better done by any other Officer than the Commissary.

With regard to the check afforded by the Bazaar Master on the Commissary's accounts, I consider it of less consequence than the check on the malpractices of his servants, but still I think it useful. It does not signify whether the Bazaar Master be better or worse paid than the Commissary. It is not the Bazaar Master who checks the Commissary's accounts; it is the record of the actual prices of articles in a free bazaar. Such a record could not in all cases be obtained if the bazaar were under the Commissary; but it will as long as it is under any Officer who has no inducement to influence or to misrepresent it.

This incidental advantage of the separation of the offices is as beneficial to the Commissary as to the public, it enables him to detect the impositions of his servants, and it gives proof and publicity to his own integrity.

MOUNTSTUART ELPHINSTONE.

COMPENSATION TO NATIVE ARMY FOR HIGH PRICE OF GRAIN. BAZAARS REGIMENTAL.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE, DATED 2ND NOVEMBER 1821.

I concur generally in the Bazaar Regulations proposed by the Military Board.

The following remarks however occur to me on perusing the draft:—

Regimental bazaars will be very useful to Battalions and Detachments moving from station to station (when bazaars of some sort seem indispensable). They will bring in grain and other articles from the villages near the halting-places, and even carry grain for a few days when the country does not supply it. But as they will employ no capital, they cannot be expected to keep up cattle enough to convey grain for a fortnight's consumption, and still less to make advances to Brinjarries, and procure grain from distant places when it may be more plentiful than near camp.

To do this requires great dealers; such can only be found in general bazaars, and as all this is required when any important movement is undertaken, the superior importance of general bazaars is apparent. It is probably this consideration that has induced the Military Board to confine the drawback to general bazaars. This distinction will probably prevent the regimental bazaars from ever flourishing, but it is impossible for both to flourish, for if each Battalion and its followers makes its purchases at its own bazaar, there will not be many left to deal with the general bazaar.

Even the general bazaar, however, can only be useful in countries that are tolerably plentiful and in some degree quiet. In jungles, during a famine, or when a country is overrun by an enemy or exhausted by the long continued presence of armies, it is evident that other means must be adopted to provide for the timely importation of grain.

For this purpose it seems absolutely necessary to employ Brinjarries (notwithstanding their excesses, which have not been

at all exaggerated), and as the Commissariat and Bazaar Departments are separate, it is a question well worth the consideration of the Military Board, to which the management of this great charge should be entrusted. The memorandum of the Madras Commissary General, forwarded to the Board by Mr. Simson on the 17th of July 1820, furnishes much information on that subject.

With regard to the drawback to be granted to fixed dealers, it would be useful to limit that benefit to articles likely to be consumed within the camp, and even to put some bounds to the quantity, as otherwise the camp bazaar would draw off the custom of the neighbouring town, and the dealers, instead of moving with the troops, would turn their chief attention to supply the inhabitants. It might perhaps be useful, instead of this last rule, or in aid of it, to make all goods exported from camp or cantonments pay duties. The drawback in cantonments should cease the moment the troops move out of them, to make it the interest of the dealers to accompany the camp.

To encourage the dealers to keep cattle, grazing grounds should be afforded to them gratis, wherever it can be done without very great inconvenience.

In examining the articles of the present regulation, the first that requires remark is Section 2, Article 6, where it seems doubtful whether obliging the inhabitants to report their sales to the Chowdry may not be a discouragement to their frequenting the bazaars.

In Section 2, Article 10, it would be better to define the fees, or to direct that the Commanding Officer should in each case ascertain the local usage and fix the fees, which should be publicly notified.

Section 2, Article 11. It would probably be expedient to oblige European sutlers to enter into engagements previously to their sutling in the bazaar, subjecting them in pecuniary matters to the judgment of a court martial, and binding them to pay a certain fine for every instance in which they may infringe the regulations regarding liquor.

Section 3, Article 1. It seems desirable to introduce into this article some explanation of the sort of Price Current expected to be kept; so far at least as to explain that it is only to be a record of prices actually paid, and to prevent the Superintendent supposing himself entitled to fix beforehand the prices at which articles are to be sold.

Section 3, Article 2. It would probably be better to declare that the Superintendent of Bazaars is expected to receive complaints at all times besides these regular sittings. When there is a separate Superintendent in particular, it is not apparent why he should not sit every day, as he has no other duty.

Section 3, Article 6. It is customary in Bengal to have a quarterly examination of the state of the bazaars by a Committee, which is probably useful in directing attention to the abuses or neglects that might spring up in such an establishment.

Section 4. The rules for the Police in this section are inconsistent with the existing Regulations. They, however, appear to me to be judicious, and I think a new Regulation should be drawn out in conformity to them. For this purpose instructions should be sent to the Regulation Committee, and the Military Board might be requested to depute one of their members to concert the proposed regulation with the Committee. The same opportunity might be taken to consider whether the powers of Court Martial or of Punchayets under Military authority should not be extended as in Bengal and at Madras, and likewise whether the sale of spirituous liquor to European troops, and generally smuggling liquors into camps, should not be made penal, as at Madras.

Our present Regulation regarding the Police of Military cantonments, was copied from the Bengal Regulation III. of 1809. That Regulation was altered by Regulation XX. of 1810, but the alteration has either accidentally or deliberately been omitted here, and it is that which it is now proposed to introduce. It has lately been adopted at Madras with some additions which are worthy of attention. The Regulation which I enclose should therefore I

think be sent to the Military Board, to consult in communication with the Regulation Committee.

That Regulation will extend the powers now proposed for the Military tribunals in some instances, but it will limit them in others, especially that of punishing all crimes not capital. The powers it does confer are not more than seem to me necessary to form the Military bazar into a separate community, exclusively connected with the camp to which it belongs.

Section 4, Article 7. It is not specified how the heads of departments are to control their own followers, though, if it is intended to invest them with any powers, it must be done by regulation, as enacted in the 53 of George 3, Chapter 155, Clause 96, Section 4, Article 12. The orders of the Court of Directors are I believe very severe, in which case they had better be mentioned more fully.

The present opportunity may be taken to repeat and enforce the orders against pressing coolies or taking supplies by force. The Regulation to be passed should also contain some effectual means for checking those abuses, and should also, as in Bengal, contain a clause for the protection of ancient or religious buildings from dilapidation or from being occupied as quarters.

Section 5. On this section I have only to suggest that smuggling be rendered punishable in troops or registered followers by Court Martial, and in other persons by the Magistrates. The contract ought to be in the hands of persons entirely unconnected with those who farm the liquor contract of the surrounding country, to prevent connivance; and for the same purposes liquor seized should be the property of the informer rather than of the contractor, to whom it is given by the Madras Regulations.

It might be an additional check on the sale of liquor to Europeans, to make the native purchasers drink it at the shop.

To assist the Military Board and the Regulation Committee in considering this subject, I annex the correspondence which has passed on it at Madras, and beg it may be returned to me when no longer wanted.

Adverting to the letter of General Smith, to which the attention of Government has been called by the Military Board, I regret to observe, that the style of that Despatch is by no means calculated to give weight to the opinion it conveys. General Smith's communication contains much information of value; but I concur with the Military Board in considering the manner in which they are brought forward is unfavorable to the dispassionate examination of the subject, and particularly unsuitable in addressing a Board of which His Excellency the Commander in Chief is President.

A copy of this Minute should be sent to His Excellency the Commander in Chief, who should be requested to give his opinion on it.

COMPENSATION TO NATIVE ARMY FOR HIGH PRICE OF GRAIN.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I still think there should be a separate scarcity price for each of the three kinds of grain, and not an average one for all three, as proposed by the Auditor General.

The inequality he alludes to from the Madras troops in such a station as Sholapore receiving compensation on rice will no doubt exist; but it would do so equally on the system he proposes.

With regard to making the scarcity price different in garrison and in the field, the only consideration which prevents my adopting the opinion of the Adjutant General is, that the sepoys will take the field with more reluctance if they lose any of the advantages of a garrison station by it. I should wish however to know the probable difference of expense to the public on the whole Army, from adopting the plan proposed by Colonel Leighton, and that of making the scarcity price the same in field and garrison. I wish the Auditor General to be called on to furnish at his earliest con-

venience a statement of this nature, and likewise a statement of the expense which will be saved to the public by doing away the field allowances in the Deccan.

MOUNTSTUART ELPHINSTONE.

COMPENSATION TO NATIVE ARMY FOR HIGH PRICE OF GRAIN.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The difference of the two plans seems to be about a lac of Rupees, and altogether the advantages are very nearly balanced; but as it will be easy to increase hereafter if necessary, and as it is always difficult to reduce, it will be best to begin on the least expensive plan, and make the rate on field allowances less favourable than in garrison. The expense will still be about 2 lacs of Rupees. I cannot at once say what will be the total saving on the arrangement, as the Auditor General's calculation is made on the supposition that the reduction of field allowances in the Deckan is to extend to all the troops in that province. I conjecture that it will be about 6 lacs. If this opinion meet the concurrence of the Board, it may be adopted at once, and field allowances ordered to cease from the 1st of March.

Very great care must be taken in drawing up the order, to discriminate between the cases where field allowances are done away and those where they are still kept up; of the latter description, none seem to me, except the troops at Sholapoor and that part of the staff which would be obliged to move if the Sholapore detachment moved, this seems only to apply to the General Officer and his immediate staff; but His Excellency the Commander in Chief will be best able the point out the exact individuals. Former Minutes should also be referred to. Of the offices made doubtful by the Auditor, and marked in red ink, the Surveyors should receive field allowances or otherwise, according to what may be the pratice in Guzerat. The Commandant of Artillery and his Brigade

Major must be decided on agreeably to the principles determined on about a twelve month ago. The Inspector of Hill Forts and Captain Rigby may retain their field allowances, as must Major Staunton by the terms of his appointment.

General Smith may be consulted about the expediency of reducing any of the Contingent Charges. Military Pay Masters, Post Masters, Brigade Majors, &c. at the fixed stations must go on garrison allowances. I doubt whether the Native Commandants ought, as I am uncertain what other allowance they possess, and it ought to be made a comfortable situation for a deserving old Native Officer. His Excellency the Commander in Chief I remark will probably settle most of these uncertain points.

MOUNTSTUART ELPHINSTONE.

LAWS AND REGULATIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE, DATED THE 10TH AUGUST 1823.

I made no remark on this despatch when I first circulated it, because, after examining all the Acts of Parliament, I thought the subject involved in difficulties which none but a professional man could remove. At the same time, as I had no doubt of our possessing the same right to make the disputed Regulation that we possess to make any other Regulation for the general government of the Company's territories, I would have preferred letting the subject sleep altogether, were it not that it would appear a culpable neglect to omit to examine a doubt pointed out to us by our legal adviser on so important a question.

The difficulties I allude to are the following:—

The only express authority the Company's Governments possess to make laws, is derived from the 13 George III. 63, 36. By that enactment the Governor General is empowered to make Regulations for the Civil Government of the Settlement of Fort

William and the factories *and places subordinate* or to be subordinate thereto; but these Regulations must be approved by the Supreme Court; they must not be repugnant to the laws of England; and they must impose no penalty higher than fine and forfeiture.

This I say is the only *express* authority given to the Company's Governments to make laws. Of the other Acts quoted by Mr. Warden and Mr. Goodwin, 21 George III. 70, 23 only empowers the Government to make Regulation for the Courts, and evidently means only for the *process* of the Courts, by the proviso that they shall not produce additional expense to the suitors; a clause that would never have been inserted had the Act been meant to convey power to take away a man's life, or alter the laws under which he held his property.

37 George III. 142, 8 enjoins the formation of the Regulations already passed into a Code, but gives no new power to pass Regulations, and contains no express acknowledgment that the Regulations said to have been passed had not been passed according to the forms, and under the restrictions enjoined by the Act of the 13 George III.

39 and 40 George III. 79, 18 extends the penalties which the Indian Governments are empowered to impose to whipping.

47 George III. 68, 3 extends the 21 George III. 70, 23 to Bombay, but expressly subject to the Regulations, provisions, and confirmations required in Bengal.

53 George III. contains nothing on the subject.

As far as the letter of the law goes, therefore, the Advocate General is in the right, and we have no legal power either to make the Regulation concerning material law, or any other Regulation for the Government of the country.

But, on the other hand, it is probable that when the Act of 13 George III. was drawn up, the framers did not know that we had taken on ourselves the Government of Bengal, or that we possessed any territory in India, and consequently is is probable

they only meant to refer to our trading settlements on the sea coast. We assumed the Government of Bengal in August, 1772, and this bill was brought in in May 1773.

It is also well known, that some years before the passing of the 37 George III., a number of Regulations had been issued and formed into a Code, without the approval of the Supreme Court; some of them imposing capital and other punishments, and others entirely repugnant to the laws of England, and although it is nowhere expressed, it may clearly be inferred that these are the identical Regulations alluded to in the Act, which consequently recognizes the right of the Indian Governments to make laws; not in virtue of any specific Act of Parliament, but of the sovereign power transferred to them by the Native Princes under the authority of the British Legislature.

For these reasons, I have not myself any doubt of our power to pass the Regulation in dispute; but as it is known to be very unsafe for any man not regularly educated to pretend to understand a law, I still recommend the reference suggested by the Advocate General.

MOUNTSTUART ELPHINSTONE.

LAWS AND REGULATIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I imagine the Regulation was resolved on before His Excellency the Commander in Chief's arrival in India; at least I do not remember its being discussed since I came to Bombay. It is a mere transcript of a Bengal Regulation, and as it has long been in force there, and cannot be altered without a great deal of reference and discussion, I think it had better be put as it stands into the new Code. Major Kennedy's doubts however, as well as Mr. Norton's, should be referred to the other Presidencies.

MOUNTSTUART ELPHINSTONE.

ESTABLISHMENT, GUN CARRIAGE MANUFACTORY.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE, DATED 24TH MARCH 1824.

There are only a few observations which I shall offer now. I agree with Mr. Warden, that there is not at present the smallest occasion to advert to the future wants of His Majesty's Squadron, but I cannot agree that a Gun Carriage Manufactory can be much lower in peace than in war. There is no time during an Indian war for making Gun Carriages, and still less for sending them from the Presidency. They must all be kept ready in the field Arsenals, to wait the breaking out of future war. After a war there may be a temporary period of exertion to replace the wear and tear of the war; but I should not think any of the present permanent establishment was raised during that period. With regard to Bengal, I cannot help suspecting some accidental omission. The Gun Carriage establishment at Cossipore, near Calcutta, used to be on a considerable scale, and there is another still more considerable one I believe in the Upper Provinces at Futtyghur.

MOUNTSTUART ELPHINSTONE.

HORSE DEPOT.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE, DATED 29TH APRIL 1824.

I think Mr. DeVitre's letter had better go to the Military Board before we enter on the question of establishing a depôt for yearlings. I confess I should not myself recommend such an establishment, unless it has been found to answer on trial in Bengal or at Madras. Judging on general grounds alone, I should think it would be expensive, and that it would be difficult to judge at the age of one year how a colt would turn out.

MOUNTSTUART ELPHINSTONE.

HORSE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The public is much indebted to Mr. Warden for this plan, and I cannot agree with him that it ought to be abandoned without a much longer trial. It has only been tried four years on any general plan, the previous arrangement in Guzerat being only on a very limited scale, and it would take at least twice as long to see the good effects of it even if it had not been impeded by an accidental cause, the bad judgment of the Committees and consequent bad choice of stallions.

Under a Native Government of the extent of ours in India, there would be a demand for at least 3,00,000 Military horses, and some of them would be sought for at immense prices; while the state of breeding was at all proportioned to this sort of demand, we found no great difficulty in selecting horses for our Cavalry, though not one horse in 20 perhaps would answer our purpose. Now, when that demand is entirely gone, it is evident that unless we do something for ourselves, we shall soon be left without the means of mounting our Cavalry at all. The Government of Bengal trusted partly to some injudicious attempts in their own provisions, but chiefly to the chance of purchasing horses on the west of the Jumna. The first never answered, and the second failed so completely, that upon the end of the last war the Bengal Cavalry was almost dismounted. Since then the effects of an improved system have been felt, and the annual remount is nearly supplied by the Company's own breed. Before we change our system, we had better refer to Bengal for information. Private dealers cannot be expected to improve a breed by importing Arabian and European sires.

MOUNTSTUART ELPHINSTONE.

ESTABLISHMENTS, COMMISSARIAT.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE, 8TH MARCH 1825.

Although the expression in the Commissariat Regulations, which directs the Commissary General "to regulate the fixed and extra establishment of the different divisions," appears at first sight to justify the adoption of a measure like the present by the Commissary General on his own authority, yet a short consideration of the nature of that Officer's duties, shows that he ought to have confined himself to a representation to Government.

It is the duty of the Commissary General to ascertain the extent of the resources of each Division of the country, and to discover the most economical means by which the demands of the public service can be supplied in each; but it must rest with the Government to decide on the proportion of troops which ought to be kept in readiness for immediate movement, on which the extent of the field establishment to be kept up must depend.

From this it is evident that the Commissary General ought to make no reduction of his own authority, but ought in all cases to pursue the established course, of referring his proposed proceedings through the Military Board to Government.

The above remarks by no means imply that it is not the duty of the Commissary General to point out cases where establishments might be maintained at cheaper rates than those actually in existence, or where they might be entirely dispensed with from the ease and certainty with which they could at any time be replaced from the usual resources of the country; they only point out the necessity of a reference to Government where it might be influenced by political considerations to adopt a course not recommended by economy.

From these principles it follows that the Commissary General ought not to have addressed his letter of the 5th February to Major General Sir L. Smith, but to the Military Board. From the language of the Regulation above quoted however, as well as from

the manner in which he submitted his suggestions to the consideration of Sir L. Smith, the Governor in Council considers the Commissary General to be entirely exempt from all blame in this deviation from form, and is sensible that his proceeding originated solely in his anxiety to promote the important public interests committed to his charge.

In consequence of the peculiar state of the conquered territory in the Deccan arising from the unfavorable season and of the disturbances to which the present want of subsistence is likely to give rise, the field establishments should be restored to their former footing, and this resolution, with the reasons of it, should be communicated to the Commissary General. It is indeed to be regretted that Sir L. Smith should now feel himself called on to reduce them in consequence of the suggestions submitted to him.

It is almost unnecessary to observe, that the periodical tours of the Commissary General for the regulation of establishments forming part of the fixed Regulations of his department, are not in the least connected with any distrust of Major General Sir L. Smith, or any doubt of a continuance of his zealous attention to the reduction of all unnecessary expenses connected with his command.

Should this Minute be concurred in, it might be drafted into a letter to His Excellency the Commander in Chief.

MOUNTSTUART ELPHINSTONE.

FIELD ESTABLISHMENTS, DECCAN.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I kept this back, wishing to have the advantage of the observations of His Excellency the Commander in Chief, whose opinion I believe differs from my own on this subject.

In our former discussions regarding the Deccan Field Establishments, I believe it was always intended to get rid of the camels,

although the impossibility of selling them led to a resolution that they should be allowed to die away. The only question is, whether the present bad season is likely to last so long, or to be attended with such disturbance as to render it necessary to alter our former views. I should not myself think that it was, and as a considerable number of camels which the Commissioner purchased in a moment of urgency have now been made over to the Commissariat, I do not think any further addition to that establishment should be made.

MOUNTSTUART ELPHINSTONE.

REGULATIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

There are two separate subjects for decision, as the Chief Secretary observes.

The first regards the subjects of foreign states who are serving as camp followers; and it was in respect to them that I recommended on the back of His Excellency the Commander in Chief's last letter, that we sould follow the practice of Bengal. That practice, it seems, is to treat such followers in the same manner as if they were our subjects, and to make no separate Regulations regarding them. If there be no great objection to this way of proceeding, it has the advantage of being simple and conformable to our own usage, as well as to that of the Natives. If we attempt to be more regular, we shall fall into considerable difficulties. We profess to derive our power to punish the persons in question from the Native Princes. Ought not the Regulation to be made by them or in their name? or if we wish to act as their delegates in legislation, do not we require a more perfect delegation? At present the Sunnuds empower the Commander in Chief in some instances, and the Commanding Officer of the subsidiary force in others, to proceed against the subjects of the Native Prince according to our customs. I doubt if any of the Sunnuds give this

Government power to make regulations expressly for any portion of the subjects of those princes. I think the Commander in Chief, or the Officer in whose name the Sunnud is made out, would be much safer in acting under it on behalf of the Native Government, than if he attempted to derive an authority from any regulations of ours.

The second question relates to the necessity of *another* regulation for the trial of rebels and insurgents by Court Martial, and on the propriety of having a form of warrant ready in case of Martial Law being again proclaimed.

I am not convinced of the necessity of another regulation. The present one has been thought sufficient hitherto, and probably is so. It was first passed at Madras (VII. of 1808) by Sir George Barlow, who drew up the Bengal Code. It was adopted in Bengal in 1818 by Lord Hastings, who was familiar with Military law, and it was introduced here (probably not entirely without consideration) in Sir Evan Nepean's time, though it did not return from Bengal till after he was gone. It has been repeatedly laid before the authorities at home, (including Parliament, I believe,) and has never been objected to. I cannot therefore but think the doubts entertained of its legality must originate in some misapprehension. I even think (though not so decidedly) that the belief of its requiring additions is probably mistaken, but to these additions I consented. I only objected to the additional regulation being applied to the Deckan. In that country I maintain that we have the same right which the Paishwa had, of resorting to Military tribunals whenever we think it expedient, and that a regulation would weaken our powers instead of strengthening them.

With respect to the Warrant, my own opinion is, that Colonel Pierce's scruples were groundless, and that the Warrant he demanded (which led to all this discussion) was unnecessary. I found my opinion on the knowledge that the Madras Government, to which Colonel Pierce belonged, has never issued a warrant in all the many cases where it has proclaimed Martial Law, a letter from the Secretary being deemed authority enough. The same seems by the Chief Secretary's note to have always been the case here, and it probably always was in Bengal, as I find Lord

Wellesley acting on it, in one case at least. It is true that no precedent can set aside a statute, but I have not yet seen any statute that requires a Warrant. The Mutiny Act applies to other countries and to another description of men. I have nevertheless acquiesced in the propriety of Warrants, both on a former occasion and in my remarks on the Chief Secretary's note. I think the Regulation and the Warrant both unnecessary, but I agree to them in deference to our legal authorities. The *Regulation, as applied to the Deckan*, I think not only unnecessary, but injurious, and I therefore object to it as far as that country is concerned.

MOUNTSTUART ELPHINSTONE.

PENSIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I am always unwilling to overrule the decisions of Boards entrusted with the details of the Service, and in this case I do not think it required. All the argument in the former resolution is against pensioning widows of men who, though nominally on Field service, are really not more exposed to danger than if they were at Bombay; but a camp is a much more dangerous place for the cholera than a cantonment, and it seems certain, that if these men had not gone on this service, they would not have died.

MOUNTSTUART ELPHINSTONE.

PENSIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

After the remarks of Mr. Goodwin and Mr. Sparrow, I have only to remark, that I should never propose the pensioning of families merely because they had died on service. If a Sepoy is killed, his family should be pensioned as a matter of course; if he dies in the ordinary course of nature, it ought not to be pensioned at all; but if he dies on service from any peculiar malady arising

from his employment, it should be a point for special decision whether his family should be pensioned or not.

MOUNTSTUART ELPHINSTONE.

PENSIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The *Cholera Morbus* is a most violent, and it is to be hoped only a temporary, scourge. It prevails in particular places while the rest of the country is exempt from it; it rages with peculiar fury in camps and among persons exposed to night air, to wet, and to the other vicissitudes incident to Military service. A man ordered into a situation of so much increased danger, seems entitled to consideration; but the case of each detachment requires to be considered, and no general rule will apply.

I doubt if Mr. Warden is correctly informed, when he states that the sepoys get a gratuity for entering the Service and another for leaving it. I believe the only case in which a sepoy gets a gratuity, is when he becomes unfit for the Service, and is obliged to leave it against his will. The whole proceeding will of course be laid before the Honorable the Court of Directors.

MOUNTSTUART ELPHINSTONE.

PENDAL SYSTEM.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The papers now forwarded show the expense of the Pendal system, calculated on more correct principles than in the former correspondence.

2. The Chief Engineer calculates the immediate outlay in providing pendals at the stations enumerated in his letter, for 15 Regiments only, at Rupees 5,62,000; but as it is most probable, that if the introduction of pendals be so far sanctioned, it will

ultimately be extended to other stations, it will be as well to calculate the expense for the whole Native Army.

3. The number of Native corps, not including locals, Pioneers, &c. may be stated as follows :—

3	Regiments of Native	Cavalry.
26	ditto ditto	Infantry.
1	Marine ditto	Battalion.
2	Extra ditto	ditto.
1	Golundauze ditto	ditto.
1	Guzerat Provincial	ditto.
34	Total.	

4. Of the above, pendals are already provided as follows, viz:—

2 Surat.
2 Bombay.
1 Baroda.
1 Bhewndy.
—
6

Leaving 28 Regiments to be provided for.

5. The pendals already erected experimentally for one Regiment at Baroda cost Rupees 20,478; the estimates now before Government for accommodating another Regiment at the same station, is Rupees 44,000; with this exception, the Chief Engineer, in his estimate, calculates the average expense of pendals for all the Regiments at Rupees 37,000 each. On this calculation the expense of providing pendals for 28 Regiments would be Rupees 11,36,000

The interest on the above at 6 per cent. would be a permanent charge per annum of...	„	68,160
The annual expense of repairs for each Regiment is estimated at 800 Rupees, or for 28	„	22,400
As the troops in pendals still continue to draw half hutting allowance, the expense for 28 Regiments at Rs. 1,230 biennially, would be annually	„	17,220
Making an annual charge of Rupees		1,07,780

in addition to the first outlay.

6. On this ground, independent of the opinions entertained by a great portion of Military men unfavourable to the pendal system, I would recommend that the former negative against their introduction generally be confirmed, and that each case, as brought forward, be considered on its own special grounds.

7. Local circumstances may have rendered them desirable at Bombay and Surat, and also at Bhewndy; but there can be little doubt that, in a plurality of cases, the hutting system is more suited and acceptable to the Native troops.

8. On the same grounds I would recommend that the estimate now before the Board for erecting pendals for the troops in Cutch and for another Battalion at Baroda be not sanctioned.

MOUNTSTUART ELPHINSTONE.

PENDAL SYSTEM.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I entirely agree with His Excellency the Commander in Chief, in thinking that the general use of pendals should not be introduced without the fullest consideration. There would be nothing in the procedings of Government inconsistent with our acting on this opinion, if the last letter from the Secretary in the Military Department to the Private Secretary of His Excellency the Commander in Chief, dated 19th June 1866, had not gone a little beyond the Minute on which it was founded, by declaring that the Governor in Council would be prepared to sanction the gradual introduction of pendals, while the intention of the Board was, that it would be prepared to consider each case separately.

My own opinion is, that the system had better not be allowed to slide in gradually, but should be examined, with a view both to the expense and general expediency, and adopted or rejected on general grounds.

MOUNTSTUART ELPHINSTONE.

MILITARY DISCIPLINE.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The question cannot be satisfactorily put at rest without a reference to the Supreme Government, but as the conduct of Captains Livingstone and Fredrick does not depend on this decision, it should (at the same time that it is intimated that the above question is under consideration) be communicated, that the Governor in Council disapproves of the manner in which those Officers protested against the orders of the General Officer Commanding the Forces.

Had they doubted their liability as Officers of the Garrison Staff to be put on Committees by the Officer Commanding the Forces, they should either have referred to the Commander in Chief of the Garrison in the first instance, or, if time did not admit, to have attended, and afterwards requested instructions for their future guidance. Having attended the Committee, they were not at liberty, on a question arising out of that duty, to refer to their situation as Officers of the Garrison Staff. It was their duty to obey the orders they received, and they were at liberty to have afterwards submitted a respectful statement of what they considered to be their rights. The Governor in Council however is persuaded, that the mode of protest which they adopted, did not proceed from any disrespect to the high authority under which they were acting, but to an erroneous impression of what was due to their Commissions.

MOUNTSTUART ELPHINSTONE.

HORSE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

It has long been my intention to propose to the Board, that more effectual means should be adopted for encouraging the breed of horses in our own country, especially in the Deckan, and since my arrival here, I have been more than ever impressed with the importance of the measure.

The plan originally suggested by Mr. Warden, for distributing stallions throughout the country, still appears to me the best; but to perfect it, evidently requires more attention than the Collectors can give it; and it also requires that the person employed to superintend the breeding of horses, should likewise be empowered to purchase them, or send them to Committees for purchase; a good market being a better encouragement than any prizes, though those also, I am of opinion, should still be continued. The Superintendent should be in charge of the stallions, both in Kattywar and the Deckan, and might be authorized to place them wherever he thought the country favourable. The Collectors and other authorities being ordered to afford him every assistance.

The present opportunity is particularly favourable, as the Cavalry are complete in horses, and time will be afforded for breeding and for seeking out the proper persons to employ and encourage, before we are again pressed for an immediate supply, for although the breeds of the Deckan and Kattywar were at a recent period so excellent, they are now reduced so low, that I by no means feel confident in their immediately answering the demand; and I would suggest that the appointment in Persia should still be kept up for a few months, until we are enabled to pronounce on the probability of our succeeding in mounting the Cavalry here; a point on which the Superintendent should report as soon as possible.

The allowances should be the same as those now held by the Agent in Persia, and the appointment should be vacated on promotion to Lieutenant Colonel.

I know no fitter officer to propose for the duty than Captain Jameson, who was recommended to me for the employment by the late Commander in Chief; and if His Excellency the Commander in Chief can spare his services, I would suggest his immediately taking charge, and proceeding without delay to prepare rules for the conduct of his department, which should be submitted to the Military Board for consideration.

Before laying this Minute before the Board, I beg to be favoured with the opinion of His Excellency the Commander in Chief on a point of so much importance to the Army.

29*th September* 1826. MOUNTSTUART ELPHINSTONE.

HORSE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The plan having succeeded perfectly at the other Presidencies which were not before breeding countries, I cannot see why it should not succeed in Cutch, Kattywar, and Maun Dais, which were always celebrated for the best horses in India. It has failed, because no one person had an interest in its success. Committees appointed by chance brought bad stallions, and Collectors, fully occupied with their own business, and not always skilful in breeding, were quite incapable of superintending the experiment. Had the plan been tried in Bengal on the same system, no doubt it would have failed there too.

With regard to the other objection, I have not failed to consult His Excellency the Commander in Chief (as ordered by the Court of Drectors), whether an Officer can be spared, and His Excellency may again be consulted as to the relative importance of the employment for an officer (with his Regiment or superintending the breeding of horses). I must however observe, that if the plan promises to answer, the Agent of Persia will be withdrawn from thence, and the number of officers with their Regiments will not be diminished.

MOUNTSTUART ELPHINSTONE.

HORSE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

Having understood from Captain Jameson that one great cause of the ill success of the breeding system has been the bad-

ness of the stallions, a fact confirmed by all the Collectors, and to be anticipated from the manner in which committees are generally constituted, I would recommend that Captain Jameson be authorized to cast all stallions which are useless for breeding, and that hereafter none be sent to Committees unless recommended by him.

MOUNTSTUART ELPHINSTONE.

REDUCTIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The Minute of the Commander in Chief does not call for any new remark from me, except that I concur in His Excellency's proposal for retaining the two extra Battalions, and covering the expense by a reduction in the numerical strength of the other Regiments. The proposed arrangement, however, will effect no part of the saving, which Mr. Warden has estimated at 4,21,260 Rupees. It will, on the contrary, create additional expense if care is not taken to reduce men enough from the other Regiments to cover the pay of the Officers as well as that of the men.

I should also be happy to concur in Mr. Goodwin's proposal for sending the whole of the European Regiment to Cutch, if it could be done without expense. In every other respect I consider it as a most desirable arrangement; but as the principal employment of the troops in that country is to make rapid movements from time to time after banditti, I really do not think we can dispense with their being in that state of constant preparation, which renders field allowance necessary.

There are several subjects which His Excellency the Commander in Chief has not himself discussed, but on which he proposes a reference to the Military Board. That however appears to me to be attended with some difficulties. It must be recollected, that such a reference goes in the name of the whole Board, and implies the concurrence of the whole in the necessity for explanation. It must also be remembered, that in present circumstances such a reference implies censure. The Military Board has just gone

through a careful scrutiny of all the departments under them, and have made their report (in my opinion a judicious one) on the possible reductions. If we within a month send to them a plan differing from theirs, will it not appear that we are dissatisfied with their proceedings.

I have not their report to refer to, but I remember enough of it to illustrate what I have observed.

In the Gun Carriage Department, the Military Board proposed that the extra work should be done by the Commissariat. This they thought would lessen the expense of the Gun Carriage Manufactory by 150,000, while they reckoned that such extra work as would now be required, would only cost the Commissariat 100,000, thus leaving a clear saving of 50,000 Rs. I confess I have some doubts whether this will be anything but a transfer of a charge from one Department to another, but at all events I think the Military Board have given full credit for any saving that can be made, yet Mr. Warden's plan supposes a saving of 150,000 as under this head, and by referring the question to the Board, we should lead them to think that the whole Government concurred in the opinion.

The next point is the Ordnance, which seems to have been minutely examined by the Military Board, and in the different branches of Conductors and Store and Tent Lascars, they have already made such reductions as they thought practicable. I do not know whether those were more or less than the sum proposed by Mr. Warden, but it is probable they were not fixed without some inquiry, and it would not show much confidence in the Military Board, immediately to propose something different from what they had settled. I do not mean to say that it might not be highly proper for us to show such a want of confidence in particular cases, but before we do it, we should have some ground for thinking that the new plan is really better adapted to the wants of the Service than that which it is proposed to be set aside.

The other Ordnance savings proposed by Mr. Warden rest entirely on the supposition that our establishments should be smaller during peace than war (although our forts and stations

have more than doubled since the last war), which scarcely seems sufficient ground for questioning the correctness of the late proceedings of the Military Board. A mere glance at the establishments of the Ordnance Department, will show how little they have to do with actual war. As an average establishment we may take—

1 Laboratory man.
2 Carpenters.
1 Sawyer.
1 Armourer.
2 Smiths.
1 Bellow's boy.
1 Hammer man.
1 Sikligar.
1 Bheastee.
1 Sailmaker.
2 Workers in leather.

This is an establishment to keep a few arms, stores, and tents in repair, not to get up equipments for whole armies. They could only be dispensed with at some stations, if a plan recommended by Mr. Warden in another place were adopted, of having nothing but some muskets and some musket ammunition at the distant stations, depending on the Presidency, and perhaps one or two other Grand Arsenals for all other arms and stores.

This I do not think possible; but the number of stations might possibly be diminished, especially in Guzerat. If His Excellency the Commander in Chief should think this likely to be practicable, the opinion of the Military Board might be taken regarding it.

Nor have I any objection whatever to the Military Board being requested to explain the fluctuations in the expenditure of stores adverted to in paragraph 35. It is asked in the same paragraph, what the Ordnance Department can have to do during peace; but if any one will wade through one quarterly statement of the receipts and issues of the Grand Arsenal, he will soon perceive that there is no want of employment in that department.

The next item, not adverted to by His Excellency the Commander in Chief (perhaps as being connected with the Military Board), is the Establishment of Engineers. The first objection to the present plan is, that the expenditure of each district is too little to require an officer to superintend it. If the only duty of an Officer were to superintend the accounts of expenditure, the whole work might perhaps be done at one desk, but as he has to examine every building that is erecting or repairing, and often to report on plans where no building ensues, it is necessary to consider how the works under him are situated, as well as what they cost. There cannot be a more striking illustration of this than the Northern Districts. We have lately abolished one Engineer, and Mr. Warden thinks one more should be abolished in the same range, while a letter in yesterday's box shows, that it is only by an inconvenient removal of the Engineer of the Baroda Subsidiary Force to a central position out of the Gykavar's territories, that even the late reduction can be carried into effect.

The next objection is to the Superintending Engineers; this was proposed by the late Commander in Chief, and agreed to by the Board as tending to economy. We ought to be convinced that the plan has failed before we abolish it with the very same view with which we lately founded it. I do not suppose it will ever be maintained that a reduction of the establishments which control expenditure is necessarily a real saving.

The next department belonging to the Military Board is buildings, in which are included fortifications, churches, barracks, pendals, hospitals, and jails; under these heads we have expended for 5 years at the rate of 13 lacks of rupees a year, out of which it is proposed that we should in future save ten. Much we no doubt shall save, and the Military Board have pointed out all that we can do to promote the object, which is, to be slow in sanctioning public works; but for what purpose can we refer on this subject to the Military Board. The only particular buildings specified as objectionably expensive, are hospitals and Regimental schools; on the necessity of the greatest comfort in the first the opinion of the Military Board could not make us alter our own, and the schools

we have long since been obliged to give up among many other desirable arrangements which the pressure of the times renders inexpedient.

In comparing charges for fortifications and buildings at different Presidencies, the first point is, to be sure that both heads comprise the same items, which is most probably not the case. The next, is to see if the circumstances are the same. New jails are not wanted in old zillahs, nor new churches at old stations. From what we see at Mhow, the chance is, that the Government of Bengal, wherever it gained a new territory, built costly but permanent buildings, which rendered all future repairs unnecessary, while our very economy has protracted our expenditure to the ninth year since our acquisition of the country.

The next head is pensions, and there I see no reason to suspect the Military Board of remissness.

In the case dwelt on by Mr. Warden, I think they were quite right. Mr. Warden remarks, that the ryots are as valuable as the sepoys, and inquires why we should not pension their families when they die of cholera, to which the answer is contained in the rule on which the Military Board has acted. It is not sepoys who die of cholera whose families are pensioned, but sepoys who die of cholera in consequence of employment on service. Were ryots commanded to move into infected districts and expose themselves to the weather on public duty, their families ought also to be pensioned if they died.

I think however, that it would set the question of the merits or demerits of the Military Board at rest, if the Auditor General were requested to explain, as early as he might find practicable, the causes of the increase of the expense of pensions in late years. I think I can suggest two of them. Ten years ago we had only 18 Battalions. We have now of Cavalry and Infantry 29 Regiments, besides 2 extra Battalions and the Golandauze, in all nearly double our former force. This must nearly double our pensioners. In the ten years preceding the above periods, the Bombay Army lost upwards of 10,000 men by desertion at different times. This

might be either cause or effect of the paucity of pensions; but it certainly took many pensioners off our hands. We have now no more desertions than other Native armies.

I do not know what the practice is at the other Presidencies with respect to gratuities. When they recruit from a distance, I think they ought to give gratuities as we do. To go on to the heads of expense in paragraph 61, I believe the two plans recommended for saving in the transport of stores have always been acted on.

I have already given my sentiments on the exchange paid to the troops.

The carriage of the sick was some time since revised and greatly reduced, I should think as much as was practicable.

If paragraph 66 is meant to recommend an abolition of the Commissariat, I would not recommend its being made a question with the Military Board. The objections to such a measure seem to me insuperable.

The grounds on which the bazaars on the Bombay establishment were established on their present footing, were explained both by the Government and by the different members of the Military Board at unusual length, to those papers I must beg to refer.

I am very sorry that I have been obliged to dissent from so many of Mr. Warden's propositions on a subject on which I believe we are both equally interested. If the Minute under discussion had been confined to plans of future reduction, this might not perhaps have been the case; but as it is professedly written to show the grounds on which Mr. Warden differed on former occasions from the other members of the Government, the answer could scarcely be otherwise than to a certain degree controversial.

MOUNTSTUART ELPHINSTONE.

21*st July* 1827.

REDUCTIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

Mr. Warden's Minute of the 3rd has just reached me, and I beg to offer some remarks on parts of it, reserving what I have to say on the Military Department, until I hear the sentiments of His Excellency the Commander-in Chief.

The numbers of Sebundees have been very minutely examined in each district, chiefly since May 1826, and after many reductions, an additional retrenchment of their numbers has been made by the Committee, the local corps have undergone a like revision; so that it is probable they are already brought far below the level desired by Mr. Warden. If they could be further diminished, it should still be done by a minute examination. The classes united to form the aggregate of 15,309, comprehend all descriptions of persons, from fully disciplined Battalions to the worst description of Peons, whose pay is sometimes rather given to prevent their robbing themselves, than from their utility in checking other robbers. Some also, as Mr. Warden observes, are mere Revenue Peons. No conclusion that is come to regarding a part of such a mass can be applicable to the whole.

The resolution of Government, at the recommendation of the Reduction Committee, that regular troops should be employed on no civil duties whatever, except Jail guards and Treasury guards, with the additional inquiries about Jail guards, suggested I believe by Mr. Warden, seem to have sufficiently circumscribed the employment of troops of the line. The advantage of this restriction of their services is so obvious, that I have no recollection of its ever having been called in question.

The management of the Surveys does not appear to me so injudicious. Of General Reynolds' I know nothing, but that it ceased about 20 years ago. The Deckan Survey is on the model of Colonel Lambton's, which has not been reckoned injudicious. Had the establishment been kept up, that Survey would have closed this

year or the next. The Guzerat Survey, though it has cost too much, is not devoid of practical utility, and affords much interesting information. These are the only remaining Surveys, and both have been reduced to a very moderate annual charge.

On the details of the Military expenditure I shall, for the reason before stated, make only a few observations, but I must first remark, that a great number of the proposed reductions have already been completed, that others of the number have been discussed, and that the expediency of most of the remainder seems doubtful.

If the proportion borne by our Military expenditure to our resources, in comparison with that at the other Presidencies, was the criterion by which we ought to regulate that expenditure, we should have no deficit, but the principle cannot be acted on. Mhow, for example, yields nothing and has 4 Regiments. Broach yields 20 lacs and has 5 companies, yet the force at Mhow is the most necessary of the two.

The supposition that our peace establishment should be less than our war, does not seem to me more defensible. It is founded on the practice of Europe; but in Europe we have neither foreign conquests to keep, nor sudden emergencies to provide for. At a peace in Europe more than half the Army is discharged, and more than half of all establishments broken up. In no part of India have we ever had a peace which was not followed by an augmentation of the Army, with no diminution (if with no increase) of the establishments, and this must be the case as long as every war adds greatly to our territories. The ordnance which was sufficient for 8 stations cannot be sufficient for 18; the pioneers which might have caused a saving had they been employed on fortification at Bombay, Tanna, or Surat, may cause an expenditure when required to make roads to Poona and to Mhow; the Engineers which do the duty of an old and settled territory, cannot do that of a new one, where every species of building, Civil and Military, is still to be constructed, nor can the expenditure on buildings in two such countries bear any comparison.

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Some of these expenses however must diminish as time advances, and we should take care that the reduction of them is not overlooked.

The assumed saving of 10,00,000 Rs. for buildings is nevertheless far beyond my expectations. The whole amount estimated for every description of buildings by the Accountant General is 12,37,000 Rs., supposing the Military dead stock to be all buildings; but as this is probably very far from being the case, the whole estimated charge for buildings probably does not exceed the proposed saving.

I consider the uniformity of the coin established for the pay of the sepoys as one of the greatest improvements that has been made of late years in the Army, and should be very sorry to see it done away.

I should much prefer 3 Regiments for the force in Cutch; it was the necessity of the times alone that led me to recommend reducing it to 2 Regiments.

The reduction of the Batta to the sepoys, while continued to the European Officers, is a measure in which I should be sorry to concur.

As it would appear from Mr. Warden's Minute that he had opposed every expenditure that has been adopted by the Government, and that he had stood alone in his opinion, it is necessary that something should be said on the other side. The great items of charge which had at one time increased our expenditure by more than seventy lacs of Rupees, were enumerated in two papers annexed to my Minute of February 11th, the heads among those charges which were disapproved by Mr. Warden are few and unimportant. It has certainly been my misfortune often to differ from Mr. Warden on questions of expenditure. In those cases I have only to hope that it may be determined, by reference to each case, whether the saving was such as could have been acceded to, and whether if it had, the gain in a vast majority of instances would have made up for the trouble and derangement of the departments affected.

I shall only offer one more observation. Mr. Warden states, that if twenty or even one lac of Rupees can be retrenched from the annual expenditure, it says but little for the control exercised by those under the Government. The articles retrenched are all of conspicuous magnitude, and it will cost the Court of Directors little trouble to see if any of them is of such a nature as to admit of a suspicion that it was incurred through negligence.

MOUNTSTUART ELPHINSTONE.

7th July 1827.

REDUCTIONS.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The Military Board appear to have given the question proposed to them a careful consideration, and I am much inclined to believe in the correctness of their opinions.

But their statement, instead of increasing our savings, will probably diminish those already calculated on. In most of their proposed reductions they have been anticipated by His Excellency the Commander in Chief, and the result of their opinions in those instances rather leads to a doubt whether we have not taken credit for greater diminution of expense than is practicable. From the different forms in which they are drawn up, I have not been able to compare the Commissariat reductions proposed by His Excellency the Commander in Chief with those in the accompanying paper; but the total amount of the latter exceeds that of the other by a lac of Rupees, even if no allowance is made for occasional hired cattle, and by two lacs if that allowance be made. It is possible that His Excellency the Commander in Chief, on looking over the column of charges which the Military Board consider indispensable, may be inclined to restore some of those which he has recommended to be abolished, at all events it seems necessary to make the proposed allowance of a lac of rupees for occasional Commissariat charges if the permanent ones are so much reduced.

The whole net saving in the Ordnance Department, including the Gun Carriage Manufactory, after deducting the saving in Lascars, already proposed by His Excellency the Commander in Chief, amounts to about one lac of rupees, and I am afraid the calculation that the work will be done so much cheaper in the Commissariat, does not stand upon very sure grounds.

If therefore the present report tends to no diminution of the reduction already calculated on, it will lead to no increase, and the reduction in the Military Department remains at 18 lacs.

On the other hand, I think if the Accountant General has taken no credit for a saving in Military buildings in future years, he might calculate on 1,50,000 rupees (as stated by the Board); at least the expense of buildings in new possessions ought to diminish after a certain time, and numerous improvements, which were highly expedient in ordinary times, ought to be suspended in time of remarkable pressure.

MOUNTSTUART ELPHINSTONE.

8th July 1827.

CATTLE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The report of the Military Board, though very meagre, is correct, and ought I think to be communicated as such to the Honorable the Court of Directors. The difference between the opinion of the Board and that of Sir L. Smith, is only in appearance. Sir Lionel appears to have considered the question as put with a view to the introduction of horses, and answers by expressing his good opinion of bullocks. The subsidiary force at Poona also was so long on the field establishment, that the cattle had all the advantage of the permanent system. They were besides foreign cattle. If we wish for any secure system of our own, we must breed like the other Presidencies. I do not propose a plan in detail, because the letters of the Supreme Government have told

us with great truth, that in the present state of our finances no prospect of future advantage can make up for present expense. I could wish, however, that some opinions were obtained on the possibility of improving the general breed of the country by the introduction of foreign bulls. This is a very important object in an agricultural view no less than in a Military.

MOUNTSTUART ELPHINSTONE.

CATTLE BREEDING.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

I am happy to see our attention called to this subject. There is, as is well known, a beautiful breed of cattle in Guzerat, and if it answers well for work, and can be procured in sufficient numbers, nothing is wanting in that province. On these two questions however I have doubts.

In the Deckan the breed of cattle is useless for Military purposes, so much so, that the Madras Cattle Contractors who came up with the Duke of Wellington, were retained at a great expense as long as there was service in that part of the country, and are still retained I believe on a more contracted scale.

It is always an article in their contract, that a certain proportion of their cattle are to be from Mysore, and it was the advantage of producing this description of cattle that recommended them for employment. This plan answered very well as long as it was kept up, though I believe it is the only instance on which depending on hired * cattle for draft ever did answer. But when affairs in the Deckan assumed a settled appearance, it was not thought necessary to keep up those establishments to their full extent, and with a view to rendering us independent of the Mysore contractors, as well as to extending our means of supply, and also to improving the agricultural cattle of the country, I suggested

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* I ought to have said *occasionally* hired cattle, for those of the Hydrabad Subsidiary Force were hired, but *permanently*.

the distribution of a number of bulls of the Mysore breed throughout the Deckan. Many bulls were accordingly procured from the Company's breeding establishment at Mysore, but the plan being entrusted to the Collectors, who were already burdened with their other duties, failed entirely. The cattle in the Deckan are now in a worse state than ever, owing to the mortality in 1824, and if we had occasion to equip our Army in that country, I have great doubts how we should succeed. I would recommend, therefore, that the attention of the Military Board should be called to the means of improving the breed (in case they think any improvement necessary), and that they should be requested to state whether it might not be practicable, by distributing bulls over the country under proper superintendence, to provide a breed for Military purposes as well as for agricultural, without the expense of great establishments to rear cattle for Military purposes alone.

MOUNTSTUART ELPHINSTONE.

IMPRESSMENT OF CARRIAGE.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

As the order had been published, I was desirous if possible to avoid recalling it; but as it must now be recalled to admit of a regular discussion on the subject, I consider everything to stand where it did before the publication.

I have read the letters I then called for, and the effect has been, to strengthen my opinion of the impolicy of any interference on the part of Government or its officers. The great objections to the sort of interference which has been adopted at Madras, of forbidding force, but enjoining persuasion on the part of the Civil establishment, are—1*st*, that such a system will infallibly degenerate into the old plan of pure force; 2*nd*, that by holding out some hopes of assistance in the course of a journey, it prevents that exertion on the part of the traveller to complete his means of transport or to retrench his baggage, which he would certainly have recourse to if he knew that he had no other means to trust to.

The first of these consequences arises partly from the circumstance pointed out in the proceedings of the Bengal Committee, that the Native Civil Officers have an interest in keeping up the system of forced labour, by which they benefit more than any other description of people, and partly from the fact that those functionaries are easily intimidated, and if a traveller has an order to show for their assistance in procuring carriage for him, they will be very apt to be guided in respect to the means by his notions of propriety, being much more afraid of the consequence of his displeasure, than of any clamour that may be raised among the Ryots. The instance mentioned by Mr. Warden, also shows that even European Officers will misunderstand the intentions of Government, and will think the order for assistance is the essential part, and the prohibition of force more for appearance than reality.

The 2nd objection was partly removed by the modification last suggested by His Excellency the Commander in Chief, and it was this that led me to acquiesce in the order after it had been published. His Excellency makes it a condition, before aid can be claimed, that the traveller should be provided with a certificate that he left the station from which he set out with his carriage complete. If this rule were strictly enforced, it would strike at the root of the evil, for no man who was already provided with carriage, would think of pressing coolies; but it would require a strict system of muster to enable the Commanding Officer to certify that an officer had carriage for all the baggage which he chose to carry in addition to his camp equipage, and the proceedings of the Bengal Committee have also suggested to me, that the same sort of certificate should be required for every traveller's servants, since it appears to be their baggage more than their master's that lead to these calls on the villagers.

I think, therefore, that the order should not be published, and that the present Regulation should be allowed to operate, as it probably will do in time, both to diminish the demands of travellers and increase the means of voluntary supply.

MOUNTSTUART ELPHINSTONE.

12*th September* 1827.

TELEGRAPH.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

The cost of printing 300 copies of the Dictionary would be 2,000 Rupees, and that of making up the great number of Telegraphs recommended would not I conceive increase the expense to more than 3,000, or at most 4,000 Rupees in all.

I should not therefore in ordinary circumstance have the least hesitation in recommending the immediate adoption of Colonel Goodfellow's suggestion, and further, of recommending that the use of the telegraphs should be introduced experimentally in the most extensive manner in Cutch.

It is in war chiefly (though not entirely) that the benefit of these contrivances would be felt; but whatever is to be used in war must be prepared in peace.

As Captain Jacob's services cannot be spared from his station, and as every expense, however trifling, ought to be forborne at present, if not indispensable, I will not recommend that any measure be adopted in consequence of this report, but that a letter be written to Captain Jacob (or in whatever may be the regular channel), expressing the sense entertained by the Governor in Council of the zeal for the public service that led him to undertake his compilation, and of the ability with which he had executed it, and acquainting him that, although the present time is not favourable for the adoption of the plans he has so meritoriously organized, yet the consideration of them will not fail, at a future period, to engage the attention of the Governor in Council.

MOUNTSTUART ELPHINSTONE.

TELEGRAPH.

MINUTE BY THE HONORABLE MOUNTSTUART ELPHINSTONE.

It would be presumption in me to offer an opinion on such a subject in opposition to that of the Commander in Chief. I there-

fore make over to Colonel Pasley the task of explaining his plan (as is done in the accompanying book), and I shall only mention two situations, perhaps peculiar to this country, where a telegraph might be more useful than it would be elsewhere. The first is the siege of a hill fort, where the besiegers are in possession of a point visible to two detachments, the road distance between which is from 25 to 35 miles. Another is where numerous detachments are watching predatory hordes, as in Cutch, and where everything depends on rapid communication of intelligence of the way they have taken and places they have been seen at, the direction they are moving at, &c. I merely mention this to explain my first Minute. It is not proposed that any immediate steps should be taken for the adoption of the proposed telegraph.

MOUNTSTUART ELPHINSTONE.

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